



Eileen Donoghue  
City Manager

R01-19-A-014

**Narrative Information Sheet**

**1. Applicant Identification**

City of Lowell, Massachusetts  
Department of Planning and Development  
JFK Civic Center, 50 Arcand Drive  
Lowell, MA 01852

**2. Funding Requested**

- a. Assessment Grant Type: Community-Wide
- b. Federal Funds Requested: \$300,000
- c. Contamination: Hazardous Substances

**3. Location**

Lowell, Middlesex County, Massachusetts

**4. Site-Specific Proposal**

Not applicable

**5. Contacts**

**a. Project Director**

Sarah Brown  
Environmental Officer  
City of Lowell  
Department of Planning and Development  
JFK Civic Center, 50 Arcand Drive  
Lowell, MA 01852  
Tel: (978) 674-4252  
E-mail: [sbrown@lowellma.gov](mailto:sbrown@lowellma.gov)

**b. Chief Executive/Highest  
Ranking Elected Official**

Eileen Donoghue  
City Manager  
City of Lowell  
375 Merrimack Street  
Lowell, MA 01852  
Tel: (978) 674-4000  
E-mail: [edonoghue@lowellma.gov](mailto:edonoghue@lowellma.gov)

**6. Population**

109,349

**7. Other Factors Checklist**

Other Factors	Page #
Community Population is 10,000 or less.	
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	
The priority brownfield site(s) is impacted by mine-scarred land.	
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	1, 2, 3
The priority site(s) is in a federally designated flood plain.	
The redevelopment of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement projects.	
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.	

**8. Letter from State or Tribal Environmental Authority**

Attached (MassDEP)



Commonwealth of Massachusetts  
Executive Office of Energy & Environmental Affairs

## Department of Environmental Protection

One Winter Street Boston, MA 02108 • 617-292-5500

Charles D. Baker  
Governor

Karyn E. Polito  
Lieutenant Governor

Matthew A. Beaton  
Secretary

Martin Suuberg  
Commissioner

January 16, 2019

U.S. EPA New England  
Attn: Frank Gardner  
5 Post Office Square, Suite 100  
Boston, MA 02109-3912

**RE: STATE LETTER OF ACKNOWLEDGMENT**  
***City of Lowell, Brownfield Assessment Grant Funding***

Dear Mr. Gardner:

I am writing to support the proposal submitted by the City of Lowell (City) under the Fiscal Year 2019 U.S. Environmental Protection Agency (EPA) Brownfield Assessment Grant Program. The City has countless properties burdened by environmental contamination issues, and the EPA Brownfields program has been integral to the successful assessment, alleviation, and ultimate cleanup of these sites, significantly supporting Lowell on the road to revitalization. Funding from EPA will allow for the continued redevelopment efforts citywide, including within Ayer's City Industrial Park.

On January 23, 2015, Governor Baker signed his first Executive Order, creating the Community Compact Cabinet, in order to elevate the Administration's partnerships with cities and towns across the Commonwealth. Lieutenant Governor Polito chairs the cabinet, which concentrates financial, technical, and other resources at the state level to a select group of projects, including Brownfields. The City's compact was signed on March 31, 2016, ensuring any funding provided by EPA will be supported by a focused commitment of state resources.

We greatly appreciate EPA's continued support of Brownfield efforts here in Massachusetts.

Sincerely,

Paul Locke  
Assistant Commissioner, Bureau of Waste Site Cleanup

cc: Sarah Brown, City of Lowell  
Joanne Fagan, Brownfields Coordinator, MassDEP-NERO

This information is available in alternate format. Call the MassDEP Diversity Office at 617-556-1139. TTY# MassRelay Service 1-800-439-2370

MassDEP Website: [www.mass.gov/dep](http://www.mass.gov/dep)

Printed on Recycled Paper

# CITY OF LOWELL, MASSACHUSETTS

## EPA BROWNFIELDS ASSESSMENT GRANT PROGRAM APPLICATION

---

### Introduction

The City of Lowell, Department of Planning and Development (DPD), is applying for **\$300,000 in community-wide, hazardous substances** Assessment Grant funds from the United States Environmental Protection Agency (EPA). Focus for grant funds will be directed toward the Ayer's City Industrial Park (ACIP), a planning effort funded through an **EPA Brownfields Area-Wide Planning Pilot Grant** awarded in 2010.

### 1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

#### 1.a. Target Area and Brownfields

##### 1.a.i. Background and Description of Target Area

The City of Lowell is a diverse urban community built primarily around an extensive industrial mill network along the Merrimack and Concord Rivers and 5.6 miles of man-made canals. Currently home to 106,519 people, Lowell is said to be the nation's first planned industrial City which surged to prominence during America's Industrial Revolution. Lowell's 14 square miles are almost completely built out with historic mills and industrial buildings adjacent to high-density residential neighborhoods.

Following World War I, Lowell saw a significant decline in manufacturing. This decline persisted throughout much of the 20th century and resulted in large-scale disinvestment and decay. With a critical shortage of developable land and a lack of modern industrial space, Lowell has found it challenging to attract job-producing industrial businesses to the area. Over the past several decades, successful local manufacturers have been forced to relocate out of Lowell due to the lack of suitable expansion sites. The resulting abandoned industrial structures have created unintended public health and safety hazards for residents along with a significant loss of jobs and economic development struggles within a City once proud of being synonymous with the American Dream.

New arrivals to Lowell, a city of immigrants, traditionally provided the workforce to build the City's industrial base and create solid, middle-class neighborhoods starting with the Irish immigration of the 19th century. Since 1980, Lowell has experienced significant growth in its minority population, estimated at 59.3% of its overall population (2010 U.S. Census). Today, Cambodians, Lowell's largest ethnic minority and approximately 20 percent of the total City population have experienced, first hand, the impacts resulting from the loss of manufacturing jobs.

The focus of this application will be directed toward a largely vacant industrial area of Lowell which was the subject of a **2010 EPA Brownfields Area-wide Planning Pilot Grant** for the Ayer's City Industrial Park (ACIP). ACIP encompasses approximately 108 acres of land located one mile south of Lowell's central business district. The area is bounded by the River Meadow Brook, a tributary of the Concord River, and the Lowell Connector Highway to the west, and the Boston and Maine Railroad/MBTA tracks and East Pond to the east. Today, most of the area is zoned as heavy industry and immediately abuts a densely-settled residential area to the south.

Daniel Ayer's original 19<sup>th</sup> century vision of an industrial, job-producing hub for this area, was lost over the course of the 20<sup>th</sup> century. Manufacturing facilities changed over time, and today, surface lot, low-density uses like scrap metal, junk yards and used auto parts dominate the landscape. The rise of these less

desirable industrial uses coincides with the recognition of environmental contamination in the area, including and especially the addition of the Silresim Chemical Corporation (Silresim) to the National Priorities List (NPL) in 1983, for which cleanup is ongoing.

### 1.a.ii. Description of the Priority Brownfield Site(s)

In 1847, when Daniel Ayer drew the original plans for a mixed-use industrial and residential district, dubbed Ayer's City, the area was largely undeveloped. By 1896, the Boston and Maine Railroad had significant land holdings, with a rail yard, turntable, locomotive house and coal sheds, which continued to expand into the 1920s. There were a number of industrial uses including a tannery, soap maker, boiler works, oil and coal companies, iron foundry, and a woolen mill. By 1938 River Meadow Brook was channelized to accommodate the expanding industrial district. In 1950, industries located in the area included scrap metal yards; a paints, oils and varnish company; fuel companies; a machinery shop; a boiler works; an iron and steel company; lumber yards and coal companies.

The industrial development of Ayer's City through the 1970's and 1980's shows the movement away from job-producing industries and successful companies to low-density, last-resort auto repair and commercial industries. Finally, in 1983 the Silresim property was listed as an EPA Superfund site. Concerns about contamination stalled most development in the area.

As part of the work performed under the Area-Wide Plan, CDW Consultants, Inc. (CDW), on behalf of the City of Lowell, conducted a district-wide environmental assessment to inventory Brownfields sites in ACIP. CDW broke the district down into eleven (11) Brownfields Focus Areas (named A through K), which are comprised of one or more parcels of land, and ranked them based on criteria that considered impacts from Silresim and other Recognized Environmental Concerns (RECs) as follows:

Brownfields Focus Area	Owner	Wetlands Resources/ Waterbodies	Silresim Impacts	Release Tracking Numbers	Activity and Use Limitations	Recognized Environmental Conditions	Total
A	Private	YES	2	0	0	7	9
B	Private	YES	2	0	0	4	6
C	Private	NO	3	0	0	3	6
D	Private	NO	3	0	0	6	9
E	Private	YES	0	2	1	5	8
F	Public	YES	0	0	0	4	4
G	Private	NO	0	0	0	2	2
H	Private	NO	0	0	0	3	3
I	Private	NO	4	1	0	6	11
J	Private	YES	2	0	0	2	4
K	Private	NO	0	0	0	2	2

Scores for Brownfields Focus Areas represent a number of RECs including contaminated subsurface soil and/or groundwater due to historic and current industrial uses, presence of the Silresim Superfund Site, and historic railroad related operations. Contaminants may include heavy metals, volatile organic compounds (VOCs), semi-volatile organic compounds (SVOCs), chlorinated compounds, polychlorinated biphenyls (PCBs), dioxins and furans, solvents, waste acids and caustics, petroleum hydrocarbons (such as fuel oil and waste oil), coal tar, oil and grease and fly ash.

## **1.b. Revitalization of the Target Area**

### **1.b.i. Redevelopment Strategy and Alignment with Revitalization Plans**

In 2010, the City of Lowell was awarded a **"Brownfields Area-wide Planning Pilot Grant"** from the EPA to focus on district-wide planning for the Tanner Street area of Lowell. This study built upon the City's 10-year planning efforts, known as the "Tanner Street Initiative," focused on establishing a collective vision in an effort to significantly improve the overall environmental health, economics, job opportunities and quality of life within this part of the City. The result of the area-wide planning study is the *Ayer's City Industrial Park Urban Revitalization and Development Project* (Plan), an Urban Renewal Plan developed in accordance with the requirements set forth in Massachusetts General Laws (M.G.L.) Chapter 121B for the Urban Renewal Program. This program is designed to address areas that are substandard, decadent, and/or blighted and where the cost of redevelopment is too great for private enterprise.

The Plan seeks to revitalize a largely vacant industrial area of Lowell with the potential to drive the next decade of job creation and industrial resurgence; a transformation that residents can be proud of. Today, most of the area is zoned as heavy industry, with some commercial and residential areas identified on the periphery.

A market analysis was performed to determine the highest and best future land use. Ultimately, it was determined the City of Lowell has a critical shortage of flexible, light-industrial space to support small businesses and local biotech incubators. Additionally, the Plan highlighted a need to preserve and protect the neglected, abutting waterbodies known as River Meadow Brook and East Pond.

### **1.b.ii. Outcomes and Benefits of Redevelopment Strategy**

The Ayer's City Industrial Park Brownfields Area-Wide Plan identified ten (10) priority redevelopment sites. Eight (8) of the priority redevelopment sites are designed to accommodate flexible industrial buildings averaging in size from 20,000 to 30,000 square feet.

East Pond, is a naturally occurring surface water body largely concealed by industrial development along Maple Street. The pond is bounded to the north, west, and east by active and inactive railroad tracks which make access to the pond challenging. The Plan has identified ways to make connections to the pond through newly created roadways and paths and has called for redevelopment of the area into a park for local residents and businesses. Another pocket park will be constructed in the heart of the district at Cambridge Street and will overlook the River Meadow Brook. A multi-use path will be constructed along the length of the River Meadow Brook to provide walking and bicycle connections to the adjacent commercial area and the Gallagher Terminal Train Station.

The Brownfields Area-Wide Plan estimates redevelopment of the area will result in approximately 300,000 square feet of industrial development, increased jobs and an increased tax revenue of over \$1.3 million.

## **1.c. Strategy for Leveraging Resources**

### **1.c.i. Resources Needed for Site Reuse**

Through a strong history of utilizing EPA grants to leverage additional public and private funding for Brownfields redevelopment, more than **\$100 million** of estimated investment has been made as a result of the Lowell Brownfields Program. More recently, through Lowell's partnership with Winn Development, an estimated \$60 million will be spent to develop up to 150 mixed-income housing units on Parcels 8 & 9 in the Hamilton Canal District. Additionally, Lowell has leveraged \$4.7 million from the Commonwealth of Massachusetts MassWorks Program and \$2.5 million in U.S. Economic Development Administration

funding for the construction of roadways and a signature bridge in this same area which began in 2018. These investments are built upon the environmental assessment and remediation conducted by the City of Lowell utilizing EPA Brownfields Assessment and Cleanup grant programs. They serve as a clear example of the City's ability to utilize multiple funding sources for the revitalization of Ayer's City Industrial Park. The City of Lowell is eligible for the following additional funding sources, among others, should a project require it:

Source	Purpose/Role	Amount (\$)
Massachusetts Transportation Bond Bill	Funding to support the realignment of Tanner Street	\$800,000
HUD CDBG	Funding for remediation	To Be Determined
EPA TBA	Targeted Assessment for Priority Sites	To Be Determined
PARC Grant (MA EOEEA)	Park construction at East Pond, Greenway Design and Construction	To Be Determined
MassWorks Infrastructure Grant	Tanner Street Realignment	To Be Determined
MassDevelopment	Site Redevelopment Costs, Brownfields Assessment and Cleanup	To Be Determined

Already, the City has leveraged **\$800,000** for this project through a Massachusetts Transportation Bond Bill for the realignment of Tanner Street. A **\$250,000 earmark** has previously been provided to the City by the Commonwealth of Massachusetts for the design which is currently complete. The City will continue to seek any and all funding opportunities for this project through resources as detailed in the above table.

#### 1.c.ii. Use of Existing Infrastructure

Realignment of the southern end of Tanner Street is critical for all planned redevelopment in Ayer's City Industrial Park (ACIP). While the realignment of the roadway will require the relocation of some existing utilities, the project will result in improved and functional access to ACIP from the Lowell Connector Highway, particularly for truck traffic, as well as provide pedestrian connections to retail uses (groceries, pharmacy, clothing) within walking distance to the neighboring residential area.

The project, for which Lowell has already completed designs and subdivision plans, involves the acquisition of privately-held property including parcels that are part of three (3) priority brownfields redevelopment sites. It is anticipated construction for the realignment will be conducted in two (2) phases and will begin in 2020. EPA Brownfields Assessment funding will facilitate the construction of the realignment. It is expected the City will utilize the existing Massachusetts Transportation Bond Bill funds along with an application for assistance through the MassWorks Infrastructure Grant Program to complete this project.

For the remainder of the district, existing water, sewer and electrical service was evaluated as part of the area-wide plan and determined to be sufficient in size and capacity for all planned redevelopment.

## 2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

### 2.a. Community Need

#### 2.a.i. The Community's Need for Funding

Since the early 2000s, Lowell has been greatly impacted by shifts in the nation's economy with little evident recovery as compared to surrounding communities. As a broader impact of the economic downturn, household incomes have failed to keep pace with the increases in housing costs that occurred in the Lowell area during the housing boom of the early 2000s. As of the 2010 U.S. Census, 32.7% of Lowell residents earned less than 80% of the area median income. Census data indicates the median household income is \$50,192 and per capita income is \$22,730. Over 17% of people in Lowell live in poverty, approximately 3 percentage points higher than the national poverty rate.

One of the biggest challenges the City faces is recruiting and/or retaining larger companies. The majority of the existing commercial/industrial space is inadequate, blighted, and perceived to have contamination issues. Often larger companies are looking to move into existing retrofitted buildings and cannot afford to wait or invest in major redevelopment projects. As a result, these companies locate in surrounding communities where there are newer buildings on clean sites.

Based on the information gathered as part of the Brownfields Area-Wide Planning Pilot Grant, the City of Lowell has determined Ayer's City Industrial Park is decadent, in accordance with M.G.L. Chapter 121B, Sections 45 and 46, and that it is unlikely to be redeveloped by the ordinary operations of private enterprise.

The following information was compiled from a survey conducted as part of the AWP:

- Within the Area 53% of the existing buildings (53% of the building square footage) are out of repair, physically deteriorated, unfit for human habitation, obsolete, or in need of major maintenance or repair.
- Diversity of ownership, irregular lot sizes and obsolete street patterns have made it improbable that the ordinary operations of private enterprise can assemble parcels for redevelopment.

These statistics can be directly attributed to the known and perceived contamination from the area's past industrial uses and the Silresim site. Following the Silresim site's addition to the National Priorities List in 1983, new development in the district ceased. Manufacturing businesses moved out of the district and were replaced with auto-repair shops, auto-parts scrap yards, and used car sales lots. The Brownfields AWP estimates redevelopment of the area will result in approximately 300,000 square feet of industrial development, increased jobs and an increased tax revenue of over \$1.3 million. From these numbers, it can be assumed that the lack of development resulting from perceived contamination has significantly impacted the City's tax revenues and job totals since the 1980s.

Furthermore, since the economic downturn, the City of Lowell has experienced severe cuts in its municipal budget, thus prohibiting the ability to spend significant funds on remediation projects critical to achieving the goals of the area-wide plan.

## 2.a.ii. Threats to Sensitive Populations

### (1) Health or Welfare

**Abandoned and Blighted Properties:** During the Brownfields Area-Wide Planning Pilot Grant, the City undertook a survey of all 50 buildings within Ayer's City Industrial Park and determined 53% of the existing buildings are out of repair, physically deteriorated, unfit for human habitation, obsolete, or in need of major maintenance or repair.

**Crime and Illegal Dumping:** As a result of physical barriers and the vast number of vacant, abandoned, and underutilized brownfields properties crime is an ongoing issue. A review of data from the Lowell Police Department Crime Analysis/Intelligence Unit, shows 54 incidences of aggravated assault, burglary, car breaks, disorderly conduct, shoplifting, and vandalism in 2018. Illegal dumping is a common occurrence in ACIP, especially on the periphery of the district where the rail lines and residential neighborhood connect. The worst of these occurrences was the illegal dumping and storage of asbestos-containing materials in 2016 at 66 Canada Street, a former auto repair property which immediately abuts the residential neighborhood.

### (2) Greater Than Normal Incidence of Disease and Adverse Health Conditions

According to the most recent data available from the Massachusetts Department of Public Health (DPH), the prevalence of asthma is 13% among children in the City of Lowell. This number is noticeably higher than the state average of 10.9% and the national prevalence rate of 8.6%. Data collected by Professor David Turcotte, Sc.D. and the Asthma Coalition at the University of Massachusetts-Lowell shows emergency room visit hospitalizations for respiratory system diseases have had an apparent upward trend since 1995. Additionally, Lowell is identified as a **high risk community** for childhood lead poisoning in Massachusetts. The rate for childhood lead poisoning in the City is approximately 4.7 for every 1000 children between the ages of 9 to 47 months.

Due the age of housing stock, past and current industrial uses, proximity to Brownfields sites in Ayer's City Industrial Park can lead to disproportionate impacts to sensitive populations in Lowell. As shown in the district-wide environmental assessment conducted by CDW, exposure to a host of contaminants including **VOCs, SVOCs, PCBs, metals and petroleum** compounds is possible in Ayer's City Industrial Park and the immediately abutting residential neighborhood. Results from exposure to these types of contaminants can lead to the observed increased rates of asthma and lead poisoning in sensitive populations, as well as increased rates of cancer and other critical health issues.

### (3) Economically Impoverished/Disproportionately Impacted Populations

Data Subject	City (Lowell)	State (Massachusetts)	National
Population	109,349	6,705,586	316,127,513
Poverty Rate	19.8%	11.6%	15.5%
Percent Minority	50.5%	25.6%	37.8%
Asian	21.5%	6.0%	6.1%
Median Household Income	\$48,002	\$68,563	\$53,889
Per Capita Income	\$22,637	\$36,895	\$28,930
*Data collected from 2010 U.S. Census			

Plans developed for ACIP are aimed towards reestablishing the commercial and industrial tax base while also creating new job opportunities. It is expected redevelopment of Brownfields in this location will have a positive impact on job growth, access to public transportation, and additional revenue for the City to provide critical social programs and benefits. In addition, in adjacent residential neighborhoods, property owners will see increased property values. Sites targeted for redevelopment as part of the Ayer's City Industrial Park Plan are anticipated to result in approximately 300,000 square feet of new development and approximately \$1.38 million in increased annual tax revenue.

## 2.b. Community Engagement

### 2.b.i. Community Involvement

Partner Name	Point of Contact	Specific Role in the Project
Riverside Community Council/Sacred Heart Neighborhood Improvement Group	Elaine Pantano & Carol McCarthy	Neighborhood Communication and Coordination, Involvement in the cleanup/reuse planning process
	Elaine.Pantano@comcast.net	
	Cmccarthy64@comcast.net	
Lowell Community Health Center	Susan West Levine	Communication of Health Information to the Public
	SusanLe@lchealth.org	
	(978)937-9700	
	(978)459-9899	

### 2.b.ii. Incorporating Community Input

Lowell is fully committed to engaging the community in the execution of this grant award. Community outreach and stakeholder involvement is critical to its success. Outreach for the Brownfields AWP Pilot Grant resulted in the creation of a Community Advisory Committee and brought together the business and property owners of ACIP. The City also held a series of three (3) public meetings where residents, business owners and property owners were able to provide feedback on the Plan. It is anticipated the City will continue to hold meetings with these groups, as well as host public meetings to ensure all interested parties are aware of Brownfields plans and progress. The City also recognizes these meetings will be an opportunity to educate residents and stakeholders about the process of prioritizing and assessing potential Brownfields sites. The Department of Planning and Development employs a full-time Neighborhood Planner to communicate with neighborhood groups about upcoming Brownfields work. The City of Lowell will use a combination of flyers, public and stakeholder meetings, local media and newspapers, social media, the City website and a document repository for community engagement:

Due to Lowell's diverse population, translation services are available in languages including Khmer, Spanish and Portuguese at public meetings upon request. All materials on the City website, flyers, and answers to any questions at meetings can also be translated upon request.

## 3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

### 3.a. Description of Tasks and Activities

Task 1 – Cooperative Agreement Oversight - The City of Lowell Environmental Officer will provide Cooperative Agreement Oversight for the grant through a combination of personnel costs and in-kind services. The Environmental Officer will be responsible for completing performance and financial monitoring requirements (including updating ACRES), communication with the EPA Project Officer, procuring and overseeing a Qualified Environmental Professional (QEP) in year one of the grant, securing site access and attendance at **EPA Brownfields Conferences**.

Task 2 – Community Outreach & Engagement - This task includes presentation preparation, advertising, materials, translation services, and the QEP's time to attend public meetings as necessary.

Task 3 – Phase I & Phase II Assessments – Work under this task will be performed by a QEP who is also a Massachusetts Licensed Site Professional. Phase I ESAs will be conducted in accordance with **EPA's All Appropriate Inquiry requirements and ASTM E1527-13 requirements**, including the ASTM E2600-10 for Evaluation of Vapor Encroachment. Phase I ESAs will be conducted in year one. Phase II ESAs will be conducted in accordance with an EPA-approved Quality Assurance Project Plan (QAPP) and MassDEP regulations. Phase II ESAs will be completed in year two and three of the grant period.

Task 4 – Cleanup Planning – Work under this task will be performed by a QEP who is also a Massachusetts Licensed Site Professional. Development of the Analysis of Brownfields Cleanup Alternatives (ABCA) will follow **EPA's Office of Solid Waste and Emergency Response Principles for Greener Cleanups**. Cleanup planning is expected to take place during year three of the grant period.

### 3.b. Cost Estimates and Outputs

Budget Categories	Project Tasks (\$)				
	Task 1 (Cooperative Agreement Oversight)	Task 2 (Community Involvement)	Task 3 (Phase I & Phase II)	Task 4 (Cleanup Planning)	Total
Direct Costs Only					
Personnel	\$20,000				\$20,000
Fringe Benefits					
Travel	\$5,000				\$5,000
Equipment					
Supplies					
Contractual		\$5,000	\$197,500	\$72,500	\$275,000
<b>Total</b>	<b>\$25,000</b>	<b>\$5,000</b>	<b>\$197,500</b>	<b>\$72,500</b>	<b>\$300,000</b>

#### Task 1 – Cooperative Agreement Oversight

- Personnel Costs: **500 hours** (approx. 3hrs/week) at an average rate of **\$40/hr = \$20,000**
- Travel Costs: **Two (2)** City of Lowell employees to attend at **two (2) EPA Brownfields Conferences = \$5,000**

**Outputs:** ACRES updates, quarterly reports (MBE/WBE Reports, grant completion, and any additional EPA requirements), attendance at EPA Brownfields Conferences, communication with the EPA Project Officer and QEP oversight.

#### Task 2 – Community Outreach & Engagement

- Contractual Costs estimated at approximately **\$5,000**

**Outputs:** Presentations, Advertising, Translation Services, Public Meeting Attendance by QEP

#### Task 3 – Phase I & Phase II Assessments

- Contractual Costs: **Five (5)** Phase I Site Assessments at an average cost of **\$3,500 = \$17,500**
- Contractual Costs: **Two (2)** Phase II Site Assessments at an average cost of **\$90,000 = \$180,000**

**Outputs:** Five (5) Phase I Site Assessments, two (2) Phase II Site Assessments, Generic and Site-Specific QAPPs

Task 4 – Cleanup Planning

- Contractual Costs: **Two (2)** Site Cleanup Plans at an average cost of **\$36,250 = \$72,500**

**Outputs:** Two (2) Site Cleanup Plans

**3.c. Measuring Environmental Results**

Expected outputs for this grant include the total number of sites assessed, number of Phase I and Phase II reports completed, the number of public meetings held, and the number of cleanup planning documents produced. All of these items will be tracked internally, through submittal to the EPA Project Officer as well as in ACRES.

Expected outcomes for this grant likely cannot entirely be measured within the project period. However, sites assessed under this project will continue to be updated in ACRES following the expiration of the grant period. It is expected once the entirety of the Ayer's City Industrial Park Plan has been implemented, Lowell will see an increase in the number of skilled-labor jobs, approximately 300,000 sq. ft. of new development, and approximately \$1.38 million in increased tax revenue. Assistance in tracking these results will be provided by Andrew Shapiro, the City of Lowell's Economic Development Director.

**4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

**4.a. Programmatic Capability**

**4.a.i. Organizational Structure**

EPA Brownfields Assessment Grant management and reporting will be coordinated by a full-time Environmental Officer, Sarah Brown, who has been a member of the staff for approximately ten (10) years, has a degree in environmental engineering, has over 5 years of experience in environmental consulting and has successfully managed seven (7) previous EPA Brownfields Grants. The Environmental Officer will be supported by a team of personnel in the Department of Planning and Development including the City's Urban Renewal Project Manager, Joe Giniewicz, and the City's Chief Planner, Claire Ricker. Financial management of the grant will be conducted by the Environmental Officer with the assistance of a highly qualified accounting team in the Department of Planning and Development. All staff has extensive experience in managing multiple Federal and State grant programs for brownfields, parks and redevelopment projects including (but not limited to) CDBG, HOME, MassWorks Infrastructure grants and US Department of Transportation TIGER grants. This experience ensures that the City will complete the timely and successful expenditure of EPA funds.

All legal assistance related to grant management can be provided in house by the City of Lowell's Law Department. The City Solicitor, Christine O'Connor, has assisted in review of contracts and site access acquisition for all EPA Brownfields Grants managed by the City over the past ten (10) years.

**4.a.ii. Acquiring Additional Resources**

In order to appropriately acquire any additional expertise and resources required to successfully complete grant activities, the City of Lowell will seek to procure a Qualified Environmental Professional (QEP) through a "Request for Qualifications" (RFQ) process as outlined in the Commonwealth of Massachusetts procurement regulations under the Uniform Procurement Act, M.G.L. Chapter 30B. RFQs are a competitive bidding process that is coordinated through the City's Chief Procurement Officer, P. Michael Vaughn, and

the Law Department. EPA Brownfields Assessment Grant funding will be divided into contracts for one or more QEPs. The time from RFQ to completed contracts is approximately three (3) months.

#### **4.b. Past Performance and Accomplishments**

##### **4.b.i. Currently Has or Previously Received an EPA Brownfields Grant**

##### **(1) Accomplishments**

Lowell has a long history of successful grant management with EPA grant funding. The City has had the opportunity to manage numerous EPA funded grant activities throughout the years, most notably, Showcase Community Funding (\$600,000), staffing an EPA employee through the Intergovernmental Personnel Act (IPA), and a Superfund Redevelopment Initiative grant (\$100,000). In recent years, the City has been awarded \$1,175,000 in grant funds, including:

Grant Name	Grant Period	Award	Funds Remaining
FY 2009 Brownfields Cleanup Grant (193.1 & 293.1 Jackson Street)	10/01/2010-10/01/2014	\$400,000	\$0
FY 2010 Brownfields Area-Wide Planning Pilot (ACIP Plan)	11/01/2010-12/31/2012	\$175,000	\$0
FY2014 Brownfields Assessment Grant (Hazardous Substances)	10/1/2014 – 09/30/2018	\$200,000	\$1.28

Under the above listed grants, Lowell has assessed three (3) sites, cleaned up two (2) sites and completed one Area-Wide Planning process. All sites are currently up-to-date in the Assessment, Cleanup, and Redevelopment Exchange System (ACRES). A review of ACRES shows approximately 50 sites have been assessed and/or cleaned up with EPA Brownfields funding as part of the Lowell Brownfields Program. All sites were up-to-date at the time of review.

##### **(2) Compliance with Grant Requirements**

For the duration of all previously held Brownfields grants, the City worked diligently to remain in compliance with all grant requirements, including work plans, schedules for the expenditure of these funds, terms and conditions, and all required quarterly and ACRES reporting.

The City of Lowell is not currently managing an assessment grant. For the closed grants listed in Section 4.b.i.(1), all funds were expended by the end of their respective grant periods with the exception of the most recent Brownfields Assessment Grant. The remaining \$1.28 was due to hourly billing rates.

## **City of Lowell, Massachusetts - Assessment Grant Proposal Threshold Criteria**

### **1. Applicant Eligibility**

The City of Lowell, Department of Planning and Development, is an eligible applicant as a unit of local government.

### **2. Community Involvement**

Lowell is fully committed to engaging the community in the execution of this grant as proven through our community involvement process for the Brownfields Area-Wide Planning Pilot Grant. Outreach for the Area-Wide Planning Grant resulted in the creation of a Community Advisory Committee and brought together the businesses, residents and property owners of Ayer's City Industrial Park (ACIP). The City also held a series of three public meetings which involved local neighborhood groups. It is anticipated that the City will continue to hold meetings with these groups, as well as host public meetings to ensure that all interested parties are aware of Brownfields plans and progress in ACIP.

The City of Lowell will, additionally, use a combination of the following approaches for community involvement:

- **Flyers** to announce public meetings and communicate important updates.
- **Public and Stakeholder Meetings** in a meeting location convenient to the affected residents, businesses and property owners.
- **Local media (Lowell Sun newspaper)** will provide notice of upcoming meetings.
- **Social Media/City Website** will be kept up-to-date with the latest information and announce any upcoming meetings.
- **Document Repository** will contain all assessment reports and be accessible to the public, upon request.

### **3. Expenditure of Assessment Grant Funds**

The City of Lowell does not currently have an active EPA Brownfields Assessment Grant.

## Application for Federal Assistance SF-424

\* 1. Type of Submission:

- ☐ Preapplication  
☒ Application  
☐ Changed/Corrected Application

\* 2. Type of Application:

- ☒ New  
☐ Continuation  
☐ Revision

\* If Revision, select appropriate letter(s):

\* Other (Specify):

\* 3. Date Received:

01/31/2019

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

### State Use Only:

6. Date Received by State:

7. State Application Identifier:

### 8. APPLICANT INFORMATION:

\* a. Legal Name:

City of Lowell, MA

\* b. Employer/Taxpayer Identification Number (EIN/TIN):

046001396

\* c. Organizational DUNS:

0795219280000

### d. Address:

\* Street1:

375 Merrimack Street

Street2:

\* City:

Lowell

County/Parish:

\* State:

MA: Massachusetts

Province:

\* Country:

USA: UNITED STATES

\* Zip / Postal Code:

01852-1025

### e. Organizational Unit:

Department Name:

Planning & Development

Division Name:

### f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Ms.

\* First Name:

Sarah

Middle Name:

\* Last Name:

Brown

Suffix:

Title:

Organizational Affiliation:

\* Telephone Number:

978-674-4252

Fax Number:

978-970-4262

\* Email:

sbrown@lowellma.gov

## Application for Federal Assistance SF-424

### \* 9. Type of Applicant 1: Select Applicant Type:

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

\* Other (specify):

### \* 10. Name of Federal Agency:

Environmental Protection Agency

### 11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

### \* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-18-06

\* Title:

FY19 GUIDELINES FOR BROWNFIELDS ASSESSMENT GRANTS

### 13. Competition Identification Number:

Title:

### 14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

### \* 15. Descriptive Title of Applicant's Project:

City of Lowell, Massachusetts - EPA Brownfields Assessment Grant Program Application

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

**Application for Federal Assistance SF-424****16. Congressional Districts Of:**

\* a. Applicant

MA3

\* b. Program/Project

MA3

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

**17. Proposed Project:**

\* a. Start Date:

10/01/2019

\* b. End Date:

09/30/2022

**18. Estimated Funding (\$):**

* a. Federal	300,000.00
* b. Applicant	0.00
* c. State	0.00
* d. Local	0.00
* e. Other	0.00
* f. Program Income	0.00
* g. TOTAL	300,000.00

**\* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.☒ c. Program is not covered by E.O. 12372.**\* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ \*\* I AGREE

\*\* The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**

Prefix:

Ms.

\* First Name:

Eileen

Middle Name:

\* Last Name:

Donoghue

Suffix:

\* Title:

City Manager

\* Telephone Number:

978-674-4252

Fax Number:

978-970-4262

\* Email:

edonoghue@lowellma.gov

\* Signature of Authorized Representative:

Sarah Brown

\* Date Signed:

01/31/2019